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ABSTRACT

To help clarify the role of urban main libraries, visits were made to nine library systems serving populations of 500,000 to 750,000 for the purpose of exploring: (1) system priorities; (2) budgetary support for materials; (3) public service staff; and (4) materials selection procedures. Particular emphasis was placed upon the financial and functional relationships between the systems' main and branch libraries. The public library systems visited were: Memphis/Shelby County, Louisville, Indianapolis-Marion County, Kansas City, St. Louis, Salt Lake County, Phoenix, New Orleans, and Atlanta. Each system's priorities and functional relationships are enumerated, including data concerning materials budgets and a list of persons interviewed. Results of the study show that: (1) library automation, budgets, and staff and volunteer programs were the most frequently cited priorities; (2) 40 to 59 percent of the total material was distributed among the branches and other extension services; (3) there is an emphasis on hiring and assigning librarians with subject expertise to the main library, while the branch personnel are selected for their expertise in general public services work; and (4) the selection of new and replacement adult materials for the main libraries rests primarily with the department heads. A list of main and branch library functions concludes the report. (JFF)

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THE ROLE OF THE URBAN MAIN LIBRARY
IN NINE PUBLIC LIBRARY SYSTEMS

by

Elsie L. Bell

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TO THE EDUCATIONAL RESOURCES
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A Report to the Council on Library Resources

1978

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INTRODUCTION

"Why should public libraries exist?" asked Gerald W. Johnson in his 1956 report, "Role of the Public Library." What is the purpose of libraries? This essay was included as the first chapter of Minimum Standards for Public Library Systems, 1966. In answer to the question, Johnson said, "For the overwhelming majority, the quickest and easiest access to the world's best thought is through the public library. To maintain this source of information open to all and unpolluted by any self-seeking interest is a task important beyond all computation, not to ourselves alone but to the world."⁽¹⁾ Twenty-two years later this question is still being asked, particularly as it concerns urban main libraries, and answers are being sought to explain the current role of main libraries within a library system.

It is an excellent time to be evaluating library service. New standards for public libraries, which will replace the Minimum Standards of 1966, will be published in the mid-1980s. An interim document, A Mission Statement for Public Libraries; Guidelines for Public Library Service; Part I, prepared by ALA's Public Library Association Goals, Guidelines and Standards Committee, will be an invaluable tool for public librarians. The draft of the Mission Statement was adopted at the ALA 1977 Annual Conference and is included in the December, 1977, issue of American Libraries.

In the 1950s and 1960s library systems developed rapidly. The concept of libraries working cooperatively to provide the best service for the largest number of people from shared funding, resources and staff has been well

(1) Johnson, Gerald W., "Role of the Public Library," Minimum Standards for Public Library Systems, 1966. Chicago, ALA, 1967, p. 4.

received by the public. The roles of a main library and branches were intended to be distinct yet complementary. Since the development of systems, main libraries have expanded their services and resources beyond the urban area through state and national networking. Libraries have offered information and referral services, adult education programs and innovative outreach services. The branch libraries during this time have been widely accepted by the communities which they serve. It was inevitable that annual budgetary decisions would become increasingly difficult as the cost of expanded services and facilities exceeded anticipated income. Rising to the challenge, public library administrators and trustees have responded vigorously in seeking additional funding and support. Some libraries began writing goals and objectives to help explain the role of a public library and the need for adequate funding. However, statements of objectives are general in nature. To implement library objectives, decisions must be made on specific annual priorities which define the plans for action.

Although library literature has shown an increasing awareness of the need for written objectives, little has been reported on the actual priorities set by administrators which affect the allocation of funds, and, quite possibly, the course of library systems. As a member of the administrative team of the Metropolitan Library System in Oklahoma County (formerly the Oklahoma County Libraries System) and as the chief of the Main Library, I wondered whether information about the priorities being set at various libraries would aid in clarifying the role of the urban main library. Librarians have asked questions related to the setting of priorities and pertinent to main libraries such as:

- 1) Given the need to reduce budgets, what will be the effect on main libraries?
- 2) Is implementation of decisions delayed or eliminated with each financial

crisis? 3) What functional relationship should a main library have to branch libraries in developmental plans for an entire system? 4) What selection procedures and staffing are required to develop and maintain the most expansive collection in the system?

With these thoughts in mind, in 1976 I applied for a grant from the Council on Library Resources for the purpose of exploring current priorities of selected main libraries; of studying financial and functional relationships between main and community (branch) libraries; and of gathering information on the plans for action of these main libraries. Beginning in the fall of 1977, I traveled to nine urban public libraries and one headquarters library in a county system, spending about two days at each library. While the very large public libraries in the country have been discussed in library literature, there are few studies which have included library systems serving populations of 500,000 to 750,000. (The Metropolitan Library System serves a population of approximately 550,000 people in Oklahoma County.)

The itinerary for the grant included the following libraries, listed in the order visited:

- Memphis/Shelby County Public Library and Information Center
- Louisville Free Public Library
- Indianapolis-Marion County Public Library
- Kansas City Public Library
- St. Louis Public Library
- Denver Public Library
- Whitmore Library of the Salt Lake County Library
- Phoenix Public Library
- New Orleans Public Library
- Atlanta Public Library

Although the Salt Lake County System does not have an urban library nor is it in the population range of this study, it provided an opportunity to see the new central library which has "clicked" with the public.

Interviews were scheduled whenever possible with the director, assistant director, head of the main library, head of branches, materials selection officers, selected staff members and, at one library, a trustee. I was invited to attend some regularly scheduled meetings which coincided with my visits.

I wish to thank the Council on Library Resources for making this fellowship study possible. The information gained from the on-site visits and the time spent in analyzing the results of the project will be of value to me in carrying out my administrative responsibilities. These responsibilities include the formulation of objectives, long-range planning and program budget management for the Main Library, as well as the library system's development of a proposed new main facility.

I am grateful to Lee B. Brawner, executive director of the Metropolitan Library System, for his enthusiastic support of staff development and the generous time granted to me in conducting this study.

A special word of appreciation is due to the library officials and staff at all of the libraries visited. Not only did I receive every consideration and assistance, but a great deal of information was obtained and documents gathered for future study and review. A tour of each facility afforded an examination of library operations.

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The proposed study was intended to explore priorities and plans for action of main libraries. Early in the interviewing sessions, however, I discovered that it would be too limiting to study only the priorities of a main library. Many of the system priorities were applicable to both service units, and it is logical for library administrators to view the setting of priorities from a system standpoint. The following library reports reflect this broader scope of priority setting and information relating to the topics of the project.

ATLANTA PUBLIC LIBRARY

Atlanta citizens have voted an \$18.9 million dollar library bond for a new Central Library, expected to be completed in January, 1981. The old library has been demolished, and the Central Library is in temporary quarters on floors three through six at 10 Pryor Street.

PRIORITIES

1) A new physical plant for the Central Library is the first priority. The building will be six stories high with 206,000 square feet of space. Planned arrangement of services, as outlined by Central Librarian Julia Hunter, includes:

First Floor. a) Assistance for people coming to the library, ranging from general to specific information.

b) A multi-purpose Adult Learning Center organized to help the public relate to the library. The Center will offer self-education materials, personal enrichment programming and, if funding is available, an information and referral service. Personal enrichment programming could include, for example, the development of gospel music. Atlanta was one of the original major public libraries selected to participate in the federally-funded Neighborhood Information Center (NIC) project. When funding was no longer available, Atlanta Public was unable to continue the project with its regular staff. However, a proposal has been submitted which includes plans for an I&R service in the Adult Learning Center. I&R service is viewed as an extension of library assistance which could take a person to an office for help via library transportation in the same way a person is taken to a shelf for a book. A real need for this service was expressed, with the library taking an advocacy role when necessary.

(c) General current periodicals and all retrospective periodicals on microfilm housed together. A \$190,000 grant from the City will make the conversion from bound volumes to microfilm possible.

Second Floor. Ivan Allen Plaza for materials on business, science, technology, social science and government publications. The Business and Science Department will be the only department having a retrospective collection of periodicals in its section. The Ivan Allen endowment provides \$100,000 yearly to develop the collection.

Third Floor. Humanities, history and biographies.

Fourth Floor. Audiovisual and fine arts, all the 700s. The film/video production section and music room will be on this floor.

Fifth Floor. Special collections, technical services and staff lounge with a terrace.

Sixth Floor. Administrative area.

2) The next priority is related to the new facility and the transitional period. It addresses the need for new professional and clerical staff and the upgrading of present staff. A new organizational chart will bring the library, now under the Commissioner of Parks, Libraries and Cultural Affairs, in line with other bureaus and departments of the City of Atlanta. Librarians are being encouraged to learn management techniques as an integral part of librarianship. Although some federal workshops pay for training sessions, money for travel and training workshops is needed in the operating budget even though it is difficult

to get approval for these expenditures. Director Ella Yates believes strongly in continuing education for the staff. The Atlanta staff is expected to be keenly aware of collection content and to give quality reference service.

3) The library is looking eventually to a totally automated on-line system. Catalog plans for the new Central Library call for a microfilm catalog, which should be less expensive than maintenance of the card catalog, according to a cost study.

4) The last priority is an increase in the book budget. The 1977 materials budget of \$897,244 provided 49 per cent (\$441,164) for the Central Library and 51 per cent (\$456,080) for the 27 branches. Staff of each department at the Central Library is responsible for the selection of materials and the acquisitions list is essentially a general purchase list for the branches. There are no selection coordinators, although a book selection committee, chaired by the assistant director, meets every other week.

FUNCTIONAL RELATIONSHIPS

The opportunity to explain the role of the Central Library to the community evolved during the bond campaign for a new building. An appeal was made to civic pride, and the educational function was emphasized. The public had been unclear about the need for a new Central Library, although it favored development of branch libraries. One of the campaign advertisements stated:

Remember: Branch libraries can never take the place of a strong central library. It would mean duplicating all the collections several times over at impossible cost. The central library is the heart of the system and feeds and supplies each branch library. Let the central library die, and you kill the whole library system. You cannot have healthy branches if the tree itself is dying.

An article, "Secrets of Successful Seekers: Call the Shots Yourself," by former director Carlton C. Rochell in American Libraries, November, 1977, pp. 574-575, details the events which led to passage of the bond issue.

The Central Library contains the permanent, comprehensive collection and sets the direction for the entire system, while the branches house the popular and basic collections. When the 400,000 volumes from the old Central building were moved to the temporary quarters, there was space for nearly all the collection on open shelves, an arrangement which has been received enthusiastically by the public.

Two recent programs have the potential for new citizen support. The Zale Foundation has provided a grant to explain what the library has to offer to child day care centers. Books and toys are taken to the centers, and their staff is participating in workshops which cover the gamut of assistance to children.

A \$105,000 CETA federal grant through the City's Department of Community and Human Development will assist low income residential owners in the rehabilitation of their property (house or land). This Residential Improvement and Maintenance Program provides tools on a two-week loan basis from 21 branches.

Interviewed: Joe Zavodny, Assistant Director
Julia Hunter, Central Librarian

DENVER PUBLIC LIBRARY

The Denver Public Library is the largest public library between Kansas City and the west coast. Completely surrounded by three county library systems, Denver is the "hole in the donut," with the largest number of people, the highest assessed valuation and the greatest concentration of business. Most people come into the city via good mass transit on direct access, one-way streets. The Main Library facility is located on the edge of the business district near the municipal building and state capitol.

PRIORITIES

1) The most important priority for the 1978 budget, according to Director Henry G. Shearhouse, Jr., is more money for library materials. The materials budget had been up to almost \$1,000,000, but was reduced \$200,000 in 1977. The purchase of audio-visual materials, the most drastically affected, will be increased in the 1978 budget.

2) The administration also recommended an increase for circulating materials because "this is what most people want us to provide." While there is strong support for the information and reference function at the Main Library, the collection is not intended to be solely a reference collection.

Possible plans for action in the future include: development of an I&R service, expansion of the Central building and branch system, an automated catalog, a computerized circulation system, a statewide title locator file, computerized information data banks, a scholar-in-residence program and re-consideration of library operations and organizational structure.

Within the next several years, Denver expects to begin developing a systemwide I&R service. One of the branches has been experimenting with the LINC model, and a committee has been studying the library's information function. This committee will be drawing up goals, objectives and action plans for the system as a whole. Each library will then develop its objectives for the program, a technique which is used whenever a new service is started.

There is a desperate need to enlarge the Main facility, which was built in the 1950s, as outlined in the Main Library Expansion Study of July 7, 1972. Not only is shelving crowded, there is a serious shortage of table and seating space. However, no authorization has been granted for preparation of architectural drawings which will be required before funds for construction can be solicited. To ease the immediate space problem, the administrative and non-public areas will move into rented space. The technical services and book storage sections are already in another building.

Long-range plans call for the construction of two other branch libraries which will serve large sections recently annexed by the city.

When three new branches were built recently, the card catalog funds were used for the development of an automated catalog. Eventually, departments, branches, libraries in the metropolitan area and other systems throughout the state will have a copy of the complete Denver catalog on microfilm or microfiche. Plans call for one hundred microfilm readers for the library system. Access to the holdings of other libraries is becoming increasingly important, and there has been discussion about a statewide title locator file on microfilm.

In the next few years, Denver would like to get back into computerized information data banks. A 1½-year experiment showed that while the public is

willing to pay computer costs, it is not willing to pay people costs. As the public becomes more accustomed to using this data and as costs come down, Denver may be able to pick up the personnel costs.

Director Shearhouse has been interested in featuring a scholar-in-residence program which would bring a recognized scholar on the staff for one to three months. The individual would speak in the community, be available for consultation, assist librarians in developing the collections and present a series of public lectures.

The director presents a yearly State of the Library message and several budget messages which are videotaped, duplicated and distributed for all staff to see. In these he describes where the Denver Public Library is presently and where it hopes to be in the future. In the November, 1977, reporting session, it was explained that the administration and library commission were analyzing the operation of the libraries with assistance from an advisory committee and the staff. Improvements in the organizational structure, the selection and ordering process and staff development are being reviewed.

The staff has been preparing staff evaluations using the Management Guide to Performance Evaluation, revised in January, 1977, by the Committee on Performance Evaluation. The performance ratings conclude with statements by staff members about their future, what is liked or disliked about the library, what the system is doing well and what could be done better. In addition, the staff has been working to define the system criteria for measuring performance for professionals, clerks and shelvers. These measurements will identify the jobs which are common to all and those jobs which are different. Staff resistance has been voiced because staff do not know how these measurements can

be established. The purpose of these performance measurements is to seek understanding and acceptance of meaningful goals between staff, supervisors and the administration, describing what is expected from staff and what is being accomplished. The measures are not in lieu of job descriptions. Also under discussion is the procedure by which public service staff can receive salary increases as information specialists without having to become managers. This is called the career ladder approach. Advancement would depend on educational achievements, i.e., a second master's or Ph.D. degree.

FUNCTIONAL RELATIONSHIPS

The three service objectives for the Main Library were described as 1) a reference/research library for the entire City and County of Denver, 2) a storage depot and 3) a branch for the vicinity. The Main Library has specialists skilled in reference work, several with Ph.D.'s and a larger number holding second master's. The highest number of reference and directional inquiries (1,517,438 out of 2,914,320) is recorded at the Main Library. An in-house tabulation which began in July, 1976, indicates that almost as many materials are used in the library buildings as are checked out. These statistics are used by the director to justify the continued development of the Central Library, which functions as a central library for the entire metropolitan area. Three-year surveys show 65 per cent - 67 per cent of the reference and information service provided by the Main Library is from within the City and County of Denver and 33 per cent - 35 per cent is from outside the service area. While the State Library has been paying a portion of the cost of this service, the library may not be able to continue subsidizing the deficit.

The branches are considered to be primarily responsible to the local communities which they serve with general and popular materials. Denver has

two unique branches—the Medical Library used by doctors and nurses and the County Jail Library.

Even though the Main Library circulates the largest number of materials (825,101 out of 2,964,847 items in 1976), circulation figures are not used as the basis for distribution of the materials budget but are important statistics in deciding the amounts allocated to the branches. The 1977 materials budget of \$695,000, exclusive of periodicals, was apportioned approximately 48 per cent to the Main Library and 52 per cent to the 22 branches and two bookmobiles. The branches receive the bulk of the McNaughton titles, twice as many paperbacks as the Main Library and 90 per cent of the children's budget. The budget is further divided into 82 per cent for adult and 18 per cent for juvenile materials. Rather than receiving specific dollar amounts for materials, the Main Library is given a volume count which is further divided into a title count to cover the publishing output by subject. Denver purchases about 30 per cent of the titles published in English. The branches receive a volume amount also, rather than a dollar amount, to encourage the ordering of needed titles which might be rejected because of cost. Cost is not an automatic restriction.

The Main librarians originate nearly all new and replacement title orders, since at least one copy of all titles is ordered for the Main Library. The policy is central to Denver's philosophy of Main Library collection development. According to Director Shearhouse, "The accumulation of materials, periodical runs and retrospective materials is what makes a tremendous library." All ordering is reviewed by the book selection committee, which meets for two hours once a week. Members are the materials coordinator, head of Main, new book librarian at Main, three branch coordinators, young adult coordinator, children's coordinator and a liaison person from a Main department. Titles

which will be purchased only for the Main Library are typed on a list and sent to the branches for their information. The Main department heads recognize the need for their staff to have branch experience under this selection procedure and periodically send their staff to work in a branch.

Denver has several stimulating programs which stress the educational/informational concept: "On Your Own," an independent learning experience geared to a person's own speed; "Surge," graduate or non-credit courses in engineering and business; "TimeAlive," a multi-media approach to history; the popular "How to Use the Library" and others.

Interviewed: Henry G. Shearhouse, Jr., City Librarian
Ruth Newman, Assistant Director of Main Library
Harry J. Mooney, Jr., Collection Development Coordinator
John Ward, Materials Selection Assistant
Henry Vaag, Literature and History Department Head
Georgiana Tiff, Arts and Recreation Department Head
Raymond Keech, Library Investigator (Security and collection of materials)
Jean Edgeworth, Information Librarian and Head of New Books Section

Attended: Supervisors' Session

Received: Videotape of State of the Library Message

INDIANAPOLIS-MARION COUNTY PUBLIC LIBRARY

The centennial celebration of the Indianapolis-Marion County Public Library in 1973 highlighted the contribution of Indianapolis and its writers to the library world. Charles Evans, the American bibliographer and library leader, was the first librarian at Indianapolis. He compiled the chronological dictionary of all books, pamphlets, and periodical publications printed in the United States from 1639-1820. One hundred years later at the anniversary program, author Emily Kimbrough spoke about the roots and heritage of words. She described libraries as "the great storage houses of the greatest words; the great repositories of language." Several specially-prepared publications, Indianapolis in the World of Books, Historical Highlights and Authors of Indianapolis and Marion County, as well as attractive sketches of the library, were distributed widely for the occasion.

In the 1970s remodeling of the Central Library and construction of a new tower brought a series of changes to the Central facility. Almost all the book stock of 468,000 volumes is available on open shelves. When the Business Library moves from the Board of Trade Building to the Central Library, all materials will be available in one location. The old first floor reading room is being restored with the same type circulation desk and furnishings shown in an historical photograph. This room will house the popular collection, essentially fiction and paperbacks. Although there is some question whether a popular collection should be at the Central Library, it will be tried on an experimental basis. At the beginning of its second century of library service, this system is in a period of expansion.

PRIORITY

1) The priority of the Indianapolis-Marion County Public Library is the continuation of a community survey which began in April, 1975. This comprehensive study was conducted by over 150 staff members from the Central Library and each branch. Guidelines were prepared along with specific information covering 17 study areas, i.e., population, transportation, business and industry, community organizations, recreational and health facilities, crime, etc. One regional librarian's four-inch thick survey notebook included prepared information to assist in analyzing the community as well as much data gathered by the branch staff. The purpose of the study is to set goals for planning services and budgetary requirements, to aid in selection of materials, to develop working relationships with agencies, to obtain concrete information about those who use the library and those who do not, etc.

The Central Library has had more difficulty with the survey because the major portion of the service for materials and reference information is given throughout the county. The Central Library's countywide community and neighborhood community have yet to be identified satisfactorily.

The Central Library Community Survey Committee prepared an interim report in June, 1976, which included an analysis of contacts, recommendations that could be implemented as funding became available and a summary of findings to help staff in the continuation of the study. The Committee recognized that the Central Library's service priorities should be part of this survey report as proof of consistency of purpose. The service priorities listed were: 1) prompt, adequate service to the people who come to or call the library; 2) selection and maintenance of a comprehensive collection of

book and non-book materials and 3) programming for groups inside and outside the library. The survey findings corroborated much that the librarians already knew about their service sector and also provided new information. The study's continuation is considered vitally important for setting service priorities and long-range and short-range budget priorities.

While construction of additional facilities was not mentioned as a priority item for this budget year, the library system is growing, and two more regional branches are needed. Since 1968 four regionals have been built near county lines, and these branches do a tremendous amount of business. The regionals are able to fill about 60 per cent of the requests they receive. One branch has business reference materials and is acquiring more all the time.

FUNCTIONAL RELATIONSHIPS

In 1968 the library board had questioned why a central library was needed. There had been a push throughout the county for branches, and the new board was more interested in branch development than a central library. The administration convinced the board that specific functions were being provided: 1) Central was the "hub of the whole system, and, without a central library, there would be no system." 2) Statistics proved there was an increasing demand for central services and in-depth materials. This demand is still present, according to the library's Report for 1976, which shows that the Central Library circulated 558,862 out of 3,838,248 items and answered 499,369 out of 951,816 questions. The director, Raymond E. Gnat, emphasized the volume of questions which is handled by the Central Library. 3) Sunday hours offering full service were popular with families. 4) There was a demand from

the downtown community. 5) Students heavily used Central's resources. 6) One copy of all books was ordered for Central. 7) There was centralized selection, ordering and processing. 8) There was sufficient parking adjacent to the building and additional parking nearby. In short, the Central Library had a high profile.

The Central Services Departments have the same kind of responsibility to the extension agencies as they have to the library district. More specifically, they serve the extension agencies by:

- a) Maintaining a pool collection.
- b) Giving advice and recommendations to branch librarians on materials to be added to their collections.
- c) Serving as a final resource in answering difficult reference questions and in doing in-depth research.
- d) Filling subject and title requests which come from branch agencies.
- e) Providing interlibrary loan service for branch patrons.
- f) Providing programming advice and expertise.

Additional Central Library responsibilities are training and developing reference librarians for systemwide service and serving special interest groups, e.g. the Civic Theater, the Indianapolis Symphony Orchestra, the Marion County Historical Society, the American Chemical Society, etc. It is the branches' responsibility to provide general collections for their particular communities.

Primary emphasis for book selection and in-depth reference work for the system resides with the Central Library staff. Twenty-four professional librarians are in three divisions: Art; Business, Science and Technology;

and Social Science. This staff is the originating authority for titles which will be added to the system. Some of these librarians have two or three master's degrees. It is the normal practice for the branch heads to examine copies which have been cataloged for Central prior to ordering for their branches. While this policy presents some problems for the branches, it is considered important that the knowledge of subject division staff be used in selecting the most authoritative material available. The adult services coordinator works with the subject heads and branch staff and is a part of the central control for orderly selection of materials. In the case of juvenile titles, the Central Children's head is the originating authority. At one time the head of Central Services and the head of Extension worked on selection and reviewed all orders. Now these administrators handle the supervision and budget items for buildings and grounds, personnel and maintenance. Of the 1977 materials budget, 40 per cent (\$343,252) went to Central Services and 60 per cent (\$514,877) to the 21 branches.

Interviewed: Raymond E. Gnat, Director
Lawrence Downey, Associate Director for Central Services
Marilyn McCanon, Associate Director for Extension
Services and Branch Coordinator
Ann Strachan, Children's Services Coordinator
Susan Coles, Technical Services Supervisor
Helen Barron, Arts Division Head
Barbara Frantz, Business, Science and Technology
Division Head
Irene Mischler, Social Science Division Head
Jacqueline Ek, Films Division Head

KANSAS CITY (MO.) PUBLIC LIBRARY

The Kansas City Public Library is under the Kansas City School District. Of the 12 branches in the system, seven are attached to high schools and one is in an elementary school. The public librarians operate as school librarians, although the library does not attempt to support the school curriculum. The dual role presents problems in providing adequate public library services, and solutions are under consideration. The Main Library is in the Board of Education Building and professional librarians work at Main only, not the branches.

PRIORITIES

1) The first priority item is to bring the budget into balance. Salaries in 1975-76 represented 86 per cent of the total operating budget and library materials less than one per cent. In the proposed 1977-78 budget, salaries are listed at 71 per cent and materials close to nine per cent. Reduction of staff has resulted from normal attrition and the re-examination and restructuring of library operations. Staff hired after 1974 have been asked to sign a statement that they understand the temporary nature of their employment should there be a need to let them go.

To meet the primary goal of providing "quality library service to meet the needs of all the citizens of the School District of Kansas City at the lowest dollar cost," it has been recommended that no more than 65 per cent of income be used for personnel and no less than 20 per cent for the purchase of library materials.

2) Another priority is promotion of the volunteer program. The first full-scale campaign has brought 81 volunteers into a wide variety of jobs. A commitment of at least six months and four hours a week is required from these workers. This year's goal is the enrollment of 300 volunteers.

In the near future the director, Harold R. Jenkins, would like to see a statewide delivery system implemented to serve all types of libraries. (Pennsylvania started this service, which is supported by assessing each library a \$500 annual service fee.)

FUNCTIONAL RELATIONSHIPS

The role of the Central Library was described as the heart of the system, with the branches functioning as the hands which reach out into the community. The emphasis has been to create one strong collection and to provide information by a well-trained and well-paid staff. It is the aim of the system to be a center of knowledge in the broadest sense; the recreational role is being questioned. According to one survey, 35 per cent - 40 per cent of library users are from outside the school district. The library does not attempt to be all things to the community.

As the information center for the system, the Central Library has undergone significant organizational changes. It has moved away from a five subject department concept (which was found too expensive to continue) to a centralized reference service, including a separate information desk near the entrance for directional and catalog assistance.

The 19 professional librarians are scheduled at both locations under reference supervisors who are in charge of the service throughout the day. Four librarians, including the supervisor, are on duty for periods of one, one-and-a-half or two hours. One librarian handles the information desk except during the lunch hour, when two are assigned to serve the public. Each professional spends about 20 hours a week at the information desk or reference center, and each of the four supervisors is responsible for either interlibrary loan, the data bases, the periodical/microfilm area or the foundation bank.

The service guideline used by the reference staff is to answer questions as quickly as possible on first contact. If there is "groping" for an answer, the question must be turned over to the supervisor. It is the supervisor's responsibility to decide whether that staff member should complete the question with some assistance, another staff member with specialty information should respond or the supervisor should take the inquiry. This procedure was reported to work well because the staff functions as a team in the sharing of human resources. The most experienced pages are assigned to this area to assist the librarians in providing prompt service. Due to the difficulty of shelving in so many locations, pages are required to participate in and pass a 20-hour training session. The library pays for the instruction.

The Central Library collection is arranged with the most currently-used books, 000-600, 800, 900 and fiction on the first floor, with reference and circulating titles shelved together. The Art and Music Section and the Film Department are on the third floor. Older 300s and fiction are on open shelves on the second floor, and the remainder of the older nonfiction is on another level. Space limitations dictate this arrangement.

For security reasons, all periodicals and microfilm holdings are in closed stacks on the second floor. Ten microfilm reader/printers have been purchased for the convenience of the public since back issues are not available in hard copy.

The function of the branches is to relate to their service sectors; eight out of 12 branches are in public schools.

A \$392,000 library materials budget was estimated for 1977-78. The Central Library will receive about 40 per cent and the 12 branches 60 per cent. At one time, the Central Library was required to have a copy of each title ordered. This policy is no longer in effect. Selection of adult materials

is decentralized, although it was mentioned it may not be the best procedure for acquiring materials. To prevent the loss of certain titles which constantly need to be replaced, one copy is designated as a "consulting copy" and shelved in the reference collection even if it is not a reference book. The consulting copy then has a better chance of being available for in-house use by patrons and staff. A budget of \$3,000 provides for purchase of titles on the reserve list.

Staff development is advanced in a variety of ways. Staff has studied management skills at training workshops under the direction of professional consultants. The objectives have been to improve productivity and to help staff succeed in their jobs. Updated job descriptions and evaluation of staff and standards for performance are being or have been prepared. The administration seeks a non-adversary role with personnel, promoting the idea of employees as a resource rather than a commodity.

Interviewed: Harold R. Jenkins, Director
Idris Smith, Assistant Director
Merrill Toms, Branch Supervisor
Elizabeth Breting, Community Relations Coordinator
and Director of Children's Services
Christina Gradinger, Interlibrary Loan Supervisor
Penny Northern, Film Supervisor

Attended: Supervisors' Meeting

LOUISVILLE FREE PUBLIC LIBRARY

The Main Library of the Louisville Free Public Library is located in the downtown financial and governmental sector. A nearby convention center, several colleges, high-rise apartments, a shopping mall and an attractive river site help bring people to Main's building.

A bond issue for a large new addition to the Main Library was passed in 1967, with the library acting as the drawing card for the bond package. The impressive structure which is connected to the older building has all adult fiction and non-fiction materials on the second floor. The first floor contains the circulation area, adult card catalog, information desk, bibliographic and periodicals center, Kentucky Division and Government Documents Division.

There has been a commitment to the arts at Louisville for many years through the two library FM radio stations (one for recordings and the other for non-musical selections), a library art gallery and library performances of the Louisville Symphony. The FM stations have been on the air for 28 years and serve as a communication center for the community. Programming from the record and tape collection is heard seven days a week, thanks to grants from the Corporation for Public Broadcasting. As a member of the National Association of Educational Broadcasters, the library can offer not only U.S. productions, but programs from many other countries. The Archives Collection contains 250,000 records and tapes. Closed-circuit lines connect the Archives and some 30 community agencies. For example, the University of Louisville has eight lines to the Wire Network, which make it possible for students to hear a wide selection of spoken and musical selections to supplement printed materials. The Audio-Visual Department and the Main Library Fine Arts and Music Section are connected to each of the full-time branch libraries. In addition, the coordinator of Children's Services regularly records children's book reviews for the benefit of the children's staff.

An art gallery corridor connects the new building to the original structure which houses the Children's Department, the Audio-Visual Department and the Sub-Regional Branch for the Blind and Physically Handicapped. The Junior Art Gallery was started by the Junior League, and art classes are given at the library.

The Louisville Symphony will give about 25 concerts at the Main Library and branch libraries this year, thanks to a \$10,000 stipend paid by the library.

PRIORITIES

Ronald Kozlowski became director of the Louisville Free Public Library in July, 1977. Because of his recent appointment, the numbering of priorities is flexible.

1) The foremost priority is a five-year plan for the system and the establishment of priorities. This plan will address such questions as: a) What kind of library service should the library system provide? b) What library resources are available outside the library? c) What commitment should be made for reference and research service at the Main Library? d) A re-evaluation of the branch system.

In 1975 the library board was asked to evaluate the services which were being provided and to recommend a plan for raising salaries. To bring about a reduction in service costs, the board recommended closing eight branches, seven in the city and one in the county. Criteria for closing were the condition of the building, proximity to another library and low circulation. This saved \$93,000, some of which was used for salaries. Service in the seven closed city branches was replaced with inner city bookmobile service. The branch system has grown without a clearly defined plan, and some branches are still close to each other. Branches are in storefronts, in housing developments and in community

centers, and four branches are in county schools. These school branches are open to the public after 3 p.m., when a different overdue fine policy goes into effect. Nine full-time branches are open 45 hours a week, and 14 small part-time branches are open 15-20 hours a week.

Another reason a comprehensive study is imperative is that in previous years any cuts to the book budget were absorbed by the branches. For example, the book budget was cut from \$250,000 to \$90,000 one year. To better understand what the library is trying to accomplish, the administration will be reviewing different ways to allocate funds.

2) To achieve a higher visibility in the community, support for the library needs to be solicited and contacts made with community agencies. A \$35,000 CETA grant called "Operation Visibility" will provide money for a year's demonstration. The funds will cover the salary of a public relations coordinator, writer's assistant, artist's assistant and money for supplies. The thrust of the project will be to coordinate publicity, programs, a speakers' bureau, printing, etc. The staff will be selected from a Manpower list, and employment will be on a one-year contractual basis.

3) Support groups have started with the Friends of the Library, an ad hoc committee of the library board. The 22 members have been drawn from civic groups and other organizations and people who have been active supporters of community branches. A special effort will be made to include business and industrial benefactors. The library administration believes a restructure of the city-county library board should be considered. At present the 12-member board is drawn from the city government segment. To achieve a broader user-support base, county representation should be considered on the board.

4) Staff salaries are included in the priority list. Beginning librarians receive a low \$7,945. The administration is also planning to review the organizational structure and library policies and procedures.

Also studied will be automation in general, fireproof book depositories, I&R (which the director sees as a viable service if it is not being done by other community agencies) and state library cards.

FUNCTIONAL RELATIONSHIPS

While the Main Library has been supported as a resource and in-depth collection, it is not considered a backup collection for the branches. The reference and reader service statistics for 1976-77 show that out of a total of 194,152 questions asked, the Main Library handled 159,802 (82.3 per cent) and the branches 34,350 (17.7 per cent). Main handles twice as many phone calls as it does assistance to people coming into the library. In 1976-77 the Main Library circulated 296,930 books, the largest number in the system.

The selection of adult materials is the responsibility of the Main Library section heads and the full-time branch heads. These orders are reviewed by the coordinator of the Adult Reference and Reader Services and the Extension coordinator. The 1977-78 book and audio-visual budget, exclusive of periodicals and the bindery, is \$494,525. The Main Library received 40 per cent (\$197,525) and the 23 branches 60 per cent (\$297,000).

The Main Library sections are not sponsoring any outreach or program activities, but the branches are active in community outreach.

Interviewed: Ronald Kozlowski, Director
William H. Garnar, Assistant Director
Barbara L. Pickett, Adult Reference & Reader Services Coordinator
Dorothy Day, Audio-Visual Department Head
Linda G. Allen, Technical Services Coordinator
Grace Banks, Extension Services Coordinator

MEMPHIS/SHELBY COUNTY PUBLIC LIBRARY AND INFORMATION CENTER

In the 1950s the new Main Library of the Memphis Public Library was built in the center of the library service area, essentially a residential neighborhood with some commercial buildings. The original Main Library, the Cossitt Library, was used for the business and technology collection where in-depth research was emphasized, although general and popular materials were available also. While library consultants believed it would be a mistake to locate the new Main several miles from the downtown sector, the decision has proved to be sound. The library has the characteristics of a main library with highly concentrated specialized materials as well as the characteristics of a branch library to serve the average neighborhood user and many children.

In spite of increased use of its collections and facilities, the Memphis library system has had budgetary problems. When the system was due for a 20 per cent cut (\$500,000) in 1977, support groups organized a community campaign. Through the efforts of the Friends of the Library, the Political Action Committee of the Staff Association, trustees and the community human services agencies, the library budget was actually increased. What brought about this revision to the budget? "The most important service in obtaining increased funding," according to a library trustee, "was the information and referral service, LINC." LINC staff members have entered into broad community outreach in the past two years, and the human services agencies have become an effective lobby group.

PRIORITIES

- 1) The information function, of which LINC is a part, has been the number one priority at Memphis since 1971 when the document Objectives for the

Memphis Library and Information Center for the 1970s was adopted by the Board of Directors. The initial objectives, revised in 1975, are being implemented, re-evaluated and developed into working models by staff committees. C. Lamar Wallis, director of the library system, says his dream is that the library will become recognized as the best place to get information on just about everything and will become part of every resident's life. While he is aware the latter concept does not have widespread acceptance, he believes progress is being made. Use of cable television may help bridge the gap.

2) Interaction with human services agencies to strengthen LINC and gain additional support for the library is considered vital to future funding. LINC has become an established service both in the library and in the community. While it was instituted with grant money, it is now a library budget item. Usage has been increasing about 20 per cent a year. LINC'S Latest, prepared in cooperation with the Human Services COOP, provides monthly information of general interest to 1200 human services agencies and reinforces the library's contacts.

3) The next priority is strengthening the Main Library collection. This complies with recommendations in a 1967 survey of the library system conducted by Los Angeles librarians Harold Hamill and Katherine Laich. The survey found that the Main Library book collection was inadequate and had a "paucity" of materials for a system with major and regional resource obligations. The branch libraries had expanded rapidly in the 1960s and had had greater budgetary support than the Main Library at that time. Now they were judged to be excellent and larger than average. The survey team recommended that the Main Library in Midtown be enlarged and organized into subject departments to build a strong,

central information collection. The building was renovated in 1971 to allow for reorganization and expansion of the collection, and the City Council granted additional money for materials for four to five years. The commitment to upgrade Main's collection has been almost met.

The materials budget, which currently is 55 per cent (\$346,668) for the Main Library and 45 per cent (\$280,500) for the 18 branches, may shift to a 50-50 division, according to a library official. The Main Library, including the Business and Technology Department, circulated 641,073 items in 1976-77, the highest in the system. Circulation statistics, however, are not a major factor in the budget allocation for the Main Library, but are for the branch allocations. The reference and information count is considered an equally important service at the Main Library, which answers 50 per cent of the requests.

4) Staff development is another major priority. A new organizational chart places five units under Deputy Director Robert Croneberger: Main Library, Shelby State Library, Extension/Branches, Technical Services and LINC. Mr. Croneberger works closely with staff and with the staff organization. Job descriptions which have been submitted through the staff organization for review are essentially yearly contracts agreed upon between the staff member and the supervisor. They outline specific duties to be performed within the 12-month period which relate to priority needs. The usual wording at the bottom of a job description, "to perform other duties as assigned," is being dropped. Mr. Croneberger said, "One of the things which we fail to do in the profession is really develop written guidelines for expectations of staff and expectations of management." With assistance from the staff organization, guidelines for supervisory evaluation have been developed. The participatory management concept has been shared with the staff, and additional workshops are planned.

FUNCTIONAL RELATIONSHIPS

The written Objectives for the 1970s define the Main Library as a major resource center and the branches and extension network as a strong unit of the system. The 1975 Materials Selection Policy describes the Main Library collection as a vital center of the library system's total service, as a back-up for the branch libraries and as the major public library resource for west Tennessee. The weeding policy points out that the Main Library retains historical or research materials whereas the branches keep only current materials.

The branch collections are not intended to be comprehensive, but to meet the general needs of the surrounding communities. While the Hamill and Laich survey did not recommend development of regional branches until Memphis reached a population of a million people, Director Wallis would like to move into regionals earlier. One branch in a shopping center is near national corporation offices and high rise towers. This branch is used heavily by the business community as well as the residents. The demand for LINC services in the branches has been relatively small, which may indicate that the current Directory of Human Services Agencies might be sufficient for the branches.

The Main librarians are hired as specialists/generalists and the branch staff for their general public service expertise. Eight to ten professional librarians are in each of the five adult subject departments, which indicates the strong support for specialized knowledge. In addition to their academic background (five librarians have Ph.D. degrees), the Main supervisors are hired for their experience, dedication to service and management skills.

The materials selection process has become decentralized and now rests at the Main Library with the department heads and their staff. These librarians

work with the consumer groups and know the selection tools. Specialized aids are the review sources used to develop the subject collections, not just the regular review media. Sometimes titles are not necessarily the best, but only what is available on the subject, whether reviewed or not. In addition to the general selection policy, the subject specialists can consult departmental selection guidelines written by Dewey classification. Before writing the departmental selection policy, the staff did a study to identify the community and determine what the residents expected from the library.

The Acquisitions Department prepares selection lists from titles marked in the various journals by the Main department and branch heads. Main's orders are reviewed by the chief of the Main Library and those from branches by the supervisor of Extension/Branches. The selection procedure is being refined, and some coordination of ordering to handle the mechanics may be necessary. Children's materials are discussed monthly with the supervisor of Extension/Branches and the children's specialist. The adult and children's specialists are under the supervisor of Extension/Branches since their responsibility is more closely related to branch operations, i.e. planning, programming, in-service training and selection assistance.

"Everybody in the library does outreach," according to one librarian, and Main staff are scheduled for monthly outreach activities. To provide good outreach service and programming at the Main Library, the librarian continued, "there must be adequate book stock, adequate staff and adequate time to know the community, select materials, coordinate workshops, prepare questionnaires, newsletters, brochures, etc."

In the near future, the Films/Community Video Center will be located in new quarters. The space vacated will enable both the LINC information desk and

Clearinghouse staff to be on the third floor. Since 85 per cent of the information desk duties are handled by telephone, it is not necessary to have this service on the first floor. The walk-in and general telephone assistance will be taken over by the Magazine and Newspaper staff on the main floor.

The Business and Technology Department will be moving to the Main facility, bringing all in-depth nonfiction into one center. The Cossitt-Goodwyn Library will be developed as a downtown branch with some business and technology materials as well as a general collection to serve downtown workers and some children's books, especially preschool materials. The Archives and storage section for little-used materials will be organized at the Cossitt-Goodwyn Library.

Interviewed: C. Lamar Wallis, Director
Katherine Smythe, Board Member
Robert Croneberger, Deputy Director
Robert Smith, Chief of Main Library
Elizabeth Robertson, Supervisor of Extension/Branches
Carolyn Luck, Head of LINC
Helen Lockhart, Head of Community Relations
Mildred O'Connor, Head of Personnel
Tom Raines, Head of Literature, Philosophy and Religion Department
Dan Gann, Chairman of Staff Association
Roy Cajero, Bookmobile Librarian

Attended: Administrative Meeting
Tri-Annual Supervisors' Meeting
LINC Departmental Meeting

NEW ORLEANS PUBLIC LIBRARY

New Orleans has had an exodus of people to the suburbs, but it is predicted that people will soon be moving back into the city. Since the Central Business District can tax itself, large amounts of money are going into the district for housing and shopping centers to make downtown more attractive. A shuttle bus leaves every seven minutes to take people from the Superdome parking to the downtown section.

The three-floor Central Library was built in 1958, and all adult materials with the exception of the Art, Music and Recreation Division and the Louisiana Division are on the first floor.

PRIORITIES

1) An increase in the materials budget. The 1977 book budget was \$257,254 with 50.4 per cent (\$129,661) allocated for the Central Library and 49.6 per cent (\$127,603) for the 14 branches.

2) An automated circulation system. A more businesslike and time saving operation is needed. New Orleans has used a collection agency for four years, and this has improved return of materials.

Ruth Lucas, head of the Central Library, added several additional specific priorities for the Central Library: 1) A separate information and reference telephone service. The entire reference staff has information and reference desk assignments, and it has been recommended that walk-in and telephone activities be divided. 2) More emphasis on archival materials. The library has found it difficult to obtain materials from the City for the Louisiana Division.

FUNCTIONAL RELATIONSHIPS

Director M. Eugene Wright, Jr. pointed out that the Goals Committee Report of 1976 itemized the library functions as 1) the information function, 2) the education function and 3) the cultural/recreational function. Under the information function, the Central Library is described as the major resource for the New Orleans Public Library System, with branch collections corresponding in depth according to the needs of the communities they serve. He believes a central library has been evolving into a more and more specialized reference/research operation. It can serve as a repository to fulfill future needs. A central library, according to the director, should be able, ideally and theoretically, to provide access to the breadth of human knowledge to some degree in depth and in a fashion not available anywhere else in the community. The cost, however, may not be supportable.

The director questioned to what extent a central library should circumvent the resource mission of a public library to spend 25-30 per cent of a central budget for popular items which the branches have. Downtown workers expect to find anything they need, and while these requests should be accommodated, if possible, he wonders where one draws the line. Statistics indicate the Central Library has the highest circulation, 374,628 loans out of a total of 1,428,133.

Although there are no real regional branches among the 14 branches, the large branches were described as having the same relationship to the Central Library as the smaller branches have with the larger branches. Workshops for branch personnel are held to explain the wide range of materials in the Central collection and to illustrate the "information team" techniques used by the reference staff.

Service to library users (rather than non-users) is emphasized because staff do not believe they properly serve the users they have. Satisfied patrons are considered an advertisement to those who do not use the library. An example of a specialized service which is highly regarded by city agencies is the current awareness service for governmental and quasi-governmental agencies by the Urban Affairs Division. The library daily delivers to each agency copies of the latest magazine articles and newspaper clippings from the Washington Post, Los Angeles Times, Wall Street Journal and the local papers which would be of interest to them based on the user profile specifications. Seallinc, the Southeast Louisiana Library Network, and government publications are used also in the search for information pertinent to the agencies.

The selection process at New Orleans begins with the Central and branch librarians who have the option to order what is needed. Special orders for Central are typed by the Acquisitions Division after being reviewed by the Central librarian for Public Services. There is no selection committee or adult coordinator.

Programming is expected to further the goals of the library. A Community Relations Committee screens, monitors and decides which library programs and publications are of value and should be continued. A popular "learning library program," Jambalaya, funded by the National Endowment for the Humanities, explores what it is that makes New Orleans unique. Informal free courses not available anywhere else cover topics such as; New Orleans: Buildings, Streets, People; The Economy of New Orleans; Writers' Forum, at which such writers as Tennessee Williams, Shirley Ann Grau and Lillian Hellman share their thoughts about the influence of New Orleans on their works; and New Orleans in Film ("Jezebel," "Streetcar Named Desire," etc.)

The library system went through a self-analysis and self-study period to improve communications throughout the system. The weekly publication KEY NOTES is prepared by a representative advisory committee selected from the Central divisions and branches. Minutes of supervisors' meetings, board minutes, administrative decisions and staff recommendations from appointed committees including comments from staff, appear in KEY NOTES. This means of communication is intended "to eliminate the mystic and to allay fears of what is going on."

Interviewed: M. Eugene Wright, Jr., Director
Ruth Lucas, Central Librarian for Public Services

PHOENIX PUBLIC LIBRARY

Three facilities, the Phoenix Public Library, Phoenix Art Museum and Phoenix Little Theatre, are grouped in a civic center complex close to the central business corridor of the city. All are independent agencies with separate clientele. The people coming to the complex do not necessarily use the facilities in conjunction with each other.

The original Central Library was built in 1952 and doubled in size to 140,000 square feet in 1976. The addition has been skillfully incorporated into the older building to present a handsome, unified structure. This year the Library Department of the City was merged into the Parks, Recreation and Library Department.

Phoenix has a Universal Library Systems of Toronto (ULISYS) on-line circulation system at the Central Library and several branches. The terminals are hooked into the city computer. When a copy has been declared lost or the last copy has not been returned, department heads will be notified should they wish to reorder. While inconveniences are expected until all nine branches are on the system, (i.e. materials must be picked up where the reserve is placed) the library is satisfied with the automated circulation system.

PRIORITIES

1) The budget proposal which includes the goals and objectives is prepared for the City and is the first priority for the system. The City has adopted a modified zero-based budget system, and Director W. R. Henderson is required to produce three separate budget requests: 1) A base budget for what it will cost to continue at present levels, plus a section on proposed service improvements and costs, 2) A 20 per cent reduced base budget with no supplemental

requests and 3) Supplemental requests as possible priority items in a budget 20 per cent less than the first base budget. Although a 20 per cent reduced budget was requested by the City, the library actually received an increased appropriation. In developing these budgets, the staff and administration consider all services by priority within a given budget limitation. It forces a rethinking of the whole library program.

The current budget listed these activities: 1) Assistance in obtaining reliable, timely information from the total material resources. 2) Group-focused educational programs related to library collection resources (story hours, discussion groups, summer reading program and outreach service). 3) Collection development (annual collection examination, selection, weeding). Selection is a weekly high priority assignment of librarians. 4) Examination of all new materials for content and format. 5) Technical processing of materials. 6) Circulation control, including shelving and reserves. 7) Security service. 8) Administrative direction, coordination and monitoring of City policy, regulations and procedures. For each of these activities, objectives can be measured. For example, the selection objective is measured by a) percentage of conformance to scheduled selection time, b) the number of titles selected by each librarian and c) the titles selected per year. The Central Library and Extension Services tabulations are recorded separately.

2) Staffing, salaries and fringe benefits. The library is understaffed in direct and support services and at the administrative and supervisory level. Phoenix would like to add an adult services coordinator, a collection superintendent and support staff, a staff artist and a public information specialist. Director Henderson added that because of the large number of women in the library profession, the impact of the women's movement has the potential for raising the profile of the library and librarians.

3) A theory of organizational development, which the city manager is authorized to generate for the whole city. The City has engaged a consulting firm to help draft the plan. This management concept, as defined by Director Henderson, is a collaborative effort for bringing about desirable change through shared responsibility. He considers it an advancement in the whole field of management for governmental organizations. The staff was trained in management by objectives in the late 1960s. Staff has also had sensitivity and supervisory training, and some library staff recently have been encouraged by the City to attend four-year management training courses.

FUNCTIONAL RELATIONSHIPS

The Central Library's functions were outlined in three major studies, produced in 1961 and 1969 by the director in cooperation with the City's Planning and Finance Departments and in 1972 by the consulting firm of Arthur D. Little, Inc. The library subscribes to the functions listed in the Little study. The Central Library is the main location for a comprehensive collection with specialized subject departments. According to the study, at least 80 per cent of the printed and media titles within the system should be at the Central Library. As far back as 1961, the Central Library was to be relieved of the responsibility for the library system's lending services so it could concentrate on serving the needs of a large, urban community.

While some people and staff still refer to the Central Library as a main branch, it is emphasized that it is not a branch but the Central Library. The branches' objectives, as stated by the head of Extension, are to work hand in hand with the Central Library and to refer patrons to the Central Library for more complete assistance. The branch collections are to be built to the

junior college level, with their primary role being the circulation of materials.

The 1972 Little report indicated a deficiency in the Central Library collection. The book budget was increased substantially over two to three years, and this problem is now judged to have been corrected. From a total materials budget of \$529,000, the Central Library receives 59 per cent (\$313,860) and the nine branches 41 per cent (\$215,140). The Central Library in 1976-77 handled 208,422 information and assistance requests out of 383,109 for the system. It circulated 745,870 items (203,228 were juvenile) out of 3,015,615.

The information/education function is the first selection priority, with the recreational function considered secondary and ephemeral. When the budget was reduced, the question was asked, "What materials should the library be buying to meet our goals and objectives?" The decision was made to cut paperback spending and to encourage the use of hardbacks. If a title is considered worth buying, it is purchased in hardback, not paperback. Phoenix is moving toward buying paperbacks if the title is available only in paperback. To meet the demand for reserves, the library is considering starting its own rental collection.

Central Library subject specialists and branch heads are classified at the same supervisory level. The distinction is that the supervisors have different specialties.

The Central Library is open six days a week and a half day on Sunday. Some staff must work four hours on Thursday or Friday when they are scheduled to work four hours on Sunday, in addition to four eight-hour days. The branches, open 52 hours a week, are closed on Friday and Sunday.

Director Henderson observed that libraries were originally places where only the educated and cultured felt comfortable. Now libraries have become popular and comfortable places for many in the community. In this swing of the pendulum, it seems to him that the ability of the library to make a significant contribution could be lost in favor of the library becoming mainly a popular place full of popular activities. While there need not be any conflict, he believes ways should be found to keep these two philosophies compatible. He said it is necessary for the library to be seen as serving a unique, irreplaceable function which cannot be duplicated by any other community agency. If the wider purpose of libraries is not recognized, the director believes libraries will lose their credibility and fail to reach their potential.

Interviewed: W. R. Henderson, Director
Rosemary Nelson, Central Library Administrator
Arless B. Nixon, Library Extension Services Director

ST. LOUIS PUBLIC LIBRARY

In the 1970s, the St. Louis Public Library joined other established public library systems in a period of re-analysis. In the past 25 years 350,000 people have moved out of the St. Louis area. The population is now about 535,000, but by 1980 it is expected to drop to about 490,000. Although there are three major universities and a number of small colleges in the city, recent changes in the academic semesters have affected the use of the Main Library by students.

PRIORITIES

1) The number one priority is to increase economy, efficiency and speed of delivery of information, service and materials through automation. The automation planning program is directed by the manager of the Main Library, James J. Michael, who believes, "The goal of the public library and the salvation of the public library in terms of justifying itself to the public are to give direct access of information and materials to the public." His goal is a totally automated system which makes it possible to say, "This book exists and in these locations and is on the shelf at _____. You can go over there for it, or I'll have it sent here tomorrow or mail it to you."

The library owns a DEC 11/70 minicomputer. Data Research Associates Library Systems, Inc. (DRA) of St. Louis is the vendor. To obtain retrospective catalog information the collections at the Main Popular Library, the largest branch, the Main Children's Literature Department and the collection in the black community were inventoried. This represented 85-90 per cent of the circulating collection. The inventory required one and a half years. All future automation needs of the system, as determined by the librarians, have

been calculated--circulation, book acquisitions, personnel, business office functions, Union List of Periodicals (which shortly will become a statewide union list and now includes 50,000 titles from 44 libraries) and the Index to St. Louis Newspapers, etc.

Money is available to begin developing the circulation software, in accordance with library specifications, which will be compatible with other programs. State funds are available to create a model on which a statewide network could be based. Over a period of five years the automated system will cost \$400,000-\$425,000. Line charges and maintenance in ten years' time are expected to bring the total to \$600,000. This amount should be no more than the cost of present circulation expenditures.

An on-line circulation system for the Regional Library for the Blind and Physically Handicapped was developed by the St. Louis Public and was operational seven months after the contract was signed. Cost of this circulation system was \$200,000. The Regional Library for the Blind will soon be under the jurisdiction of the State Library.

An automated program which pays its way is the automation of the Index to St. Louis Newspapers. This has an annual production cost of \$5,500, and the Index is sold through subscriptions, some overseas, for \$6,000. Production costs do not include indexing and keying into the terminals. These expenses have been absorbed by the library by using secretarial and clerical assistance.

2) Former Director Paxton Price sees the greatest need for improvement in the area of public relations. Even though a professional public opinion survey indicated St. Louis citizens have a high regard (89 per cent) for the library,

they are ignorant of what the library can do for them. The big industries in St. Louis are the exception. They are aware of Main's contribution in providing current business research, and they regularly request information and materials. While the citizens believed the library used money carefully, only 45 per cent were in favor of a tax increase.

FUNCTIONAL RELATIONSHIPS

The Mission of the St. Louis Public Library in Contemporary America, written by Paxton Price in 1970, describes the basic purposes for which the public library exists: 1) Purposeful investigation or research.

2) Education, initial or supplemental.

3) Recreation and inspiration.

Each service component of the library system—the Main Library, neighborhood branches and community services—and its relationship to the organization is discussed. The primary service objective of the St. Louis Main Library is to maintain growth and development of the research and permanent literature collections which are to be used in purposeful investigation or research. A parallel responsibility is to the growing commercial, industrial, governmental and professional clientele which constitute Main's daytime neighborhood patronage.

Collecting and storing enduring literature, even though it may not have a high circulation, is the most distinctive service which the library can offer the public, according to a library official. In-house statistics indicate use of Main's materials is almost twice the number of items circulated. A main library should provide materials which are not available at book stores, shopping centers, drug stores or newsstands. The Main collection is to be used also to support other services of the system. An important secondary mission is to serve

the metropolitan area, the state and any national resource network. Studies show that 30 per cent of all Main Library users are suburban residents. As a major resource center in the state, Main functions as the central library for surrounding branch systems. Popular general reading is not emphasized due to the movement of residents out of the service area.

Circulation of materials is not considered the prime reason for having a Main Library, whereas the branches are geared to provide educational and recreational materials of a generally popular and current nature. The collections may vary considerably, depending on patron needs, but they are considered short-range, fluid collections having a life span of three to five years.

The 1975 Materials Selection Policy lists the selection objectives and policies for the Main Library and branches and elaborates on the type of materials and subjects to be selected for clientele served. The statement was made that a Main collection is "180° from that of a branch." The Collection Development in St. Louis Area Libraries, a survey completed in 1975, is a companion document to the selection policy. The survey is a guide to coordinated collection development as opposed to independent collection building by libraries in St. Louis.

The materials budget of \$508,198 is divided 45 per cent (\$228,900) for Main and 55 per cent (\$275,995) for the 18 branches. Responsibility for overall adult collection development is delegated to the coordinator of book selection with assistance from subject specialists assigned specific Dewey categories. The budget is divided by Dewey hundreds. It is not considered necessary for the Main Library to have one copy of each title. A book selection committee has been disbanded, and Technical Services coordinates the ordering process.

The architectural design of the Main Library does not provide space for sufficient open shelving. While there is a large Popular Library room, the bulk of the circulating collection is distributed throughout six tiers of closed stacks. The majority of the materials in the subject departments is reference.

Regarding I&R a staff member commented, "We go as far as we can in helping people with the information we have before referring them to an agency." A fiche index and directory of community agencies are used. The library believes it should not go into I&R unless it can make a real contribution to the community via an automated information file.

A strong adult education program at the Main Library includes programs such as "Exploring the Public Library" held on a regular basis. This type of programming, which opens the resources of the library to the public, is favored over the recreational-type programming.

Main's outreach programming is directed to companies, while the branches provide community service and service to the disadvantaged. The library believes it is the quality of reference service which brings support and people to the library, not popular programs.

Interviewed: Paxton P. Price, Former Director of the St. Louis
Public Library and currently Executive Director
of the Urban Libraries Council
James J. Michael, Manager of Main Library
Eileen Franke, Adult Book Selection Coordinator
Edna J. Reinhold, Humanities Librarian
James Lyon, Adult Education Officer

SALT LAKE COUNTY LIBRARY SYSTEM

Although the new Whitmore Library, central headquarters for the Salt Lake County Library, is not an urban library and the system serves a population less than the range of this study, a short visit was arranged to see the new building and equipment. The building opened in November, 1974, and was used so heavily that two years later it had to be remodeled to offer more space. It has the capacity for 150,000 books and other items, but the collection is currently about 50,000, including audio-visual materials. In the past six years, a tax increase from 1.75 mills to 3.75 mills for facilities, materials and staffing has made possible the development and expansion of the libraries as a system. Prior to 1971, the branches had been autonomous. They operate now in clusters for maximum use of materials and staff.

The central library was designed to encourage use by the entire family. Crowds come to the libraries especially on Monday Family Home Evenings observed by the Mormon community. The purpose of the headquarters library is to serve as the Central Information Place and Community Education Center for Salt Lake County. Information and referral is considered part of the librarians' work, and they are expanding their comprehensive county resource files. An independent study program is coordinated by a librarian who works part time in the Information Center. Contacts made by this staff member assist the information specialist in gathering county information for the I&R file. Telefacsimile service is connected to the branches, and data bank information from 80 data bases is available free up to \$25, at which point the patron pays the balance.

Effective marketing techniques are employed in the arrangement of the integrated adult and juvenile materials. Director Guy Schuurman designed special shelving units within the regular shelving sections for paperbacks cataloged by

broad subject categories and for cassettes and Singer AudioStudy Mate cassette equipment. Extra storage is located behind hinged doors. Records and mounted pictures are cataloged and shelved in the subject sections with a separate cove containing 300 oversize pictures. Fiction paperbacks are arranged alphabetically by author in the special paperback shelving above the hardback fiction titles. These paperbacks are used heavily for reserves.

A Learning Center between the children's and young adult sections has viewing/listening areas for television, videocassette, audiocassette and records which are monitored through a central control panel. While the Learning Center is used by the public primarily for recreational purposes, it is intended as an enrichment experience.

The Rainbow Room takes children into a fantasy world, a place which can "turn children on to reading." By wearing headphones children can hear a story as they sit or walk along the Walt Disney carpet which can also be a game rug. The colored lighting system changes automatically, and visual images can be projected on the walls. A television set is built into a graphic and is tuned to the educational channel. Sliding panels of various colors can be closed to give the effect of complete removal from the library environment.

The Production Center, new to libraries, is free of charge. Staff assistance is available as needed, and some materials may be purchased at stock prices. The equipment includes a lighted tracing table, drafting table, opaque projectors, dark room, typewriters (including a large print and musicwriter), thermofax machines, electric spirit duplicators, laminator, 8mm splicer, 5¢ double-surface duplicating machines, large paper cutter and small assembly items.

Microfilm catalogs are used at Whitmore and a large branch. When the inventory has been completed, a new model CLSI will register reserves and delinquent

patrons. Salt Lake uses a local credit bureau for outstanding materials and fines and reports this collection method to be extremely satisfactory.

At the present time, the Main Library and ten branches do not receive a specific amount for library materials. The adult coordinator, working with the central information specialists and the children's/YA coordinator, advises staff on selection and compiles the orders for processing with funding available. The 1975 Annual Report shows an expenditure of \$336,905 for materials. In addition to supplying patron requests, collection development, particularly at Whitmore, is being strengthened. The increasing use of materials--approximately 1100 items circulate at Whitmore each day--will continue to drain available resources.

Interviewed: Yvonne D. Clement, Assistant Director
James M. Howells, Adult Coordinator
Stan Workman, Reference and Information Librarian

SUMMARY

The overall purpose of this grant was to seek clarification of the role of the main library in the library systems visited based on 1) system priorities, 2) budgetary support for materials, 3) public service staff and 4) materials selection procedures. The four elements will be summarized first, with the functions of the main library and evaluation of the study presented in the concluding statements.

1) System Priorities. Even under the best of economic conditions, but especially when money for library services and materials is reduced in value as well as amount, library administrators must make difficult priority decisions. When priorities are closely related to the written objectives of the library system, staff, library boards and the public can understand more easily the reasoning behind planning and budgetary decisions. It is also an opportunity by which the administration can convey how the yearly activities of both the main library and branches complement each other and contribute to the system as a whole.

Copies of major documents under which the libraries operate, select materials, report to governing boards, etc. were made available for this study. A considerable number of the priorities mentioned were part of these documents and may have been included in other papers which were not seen. However, there is a tendency to resist documenting commitments which are specifically named. This may be explained by the fact that there are times when priorities have to be eliminated if money does not become available.

The priorities listed by administrators included:

- 1) The Information Function and Main Library Collection Development
Memphis/Shelby County Public Library and Information Center

- 2) Community Survey
Indianapolis-Marion County Public Library
- 3) Budget Document, Including Materials Budgets
Atlanta Public Library
Denver Public Library
Kansas City Public Library
New Orleans Public Library
Phoenix Public Library
- 4) Automation
Atlanta Public Library
New Orleans Public Library
St. Louis Public Library
- 5) Staff, Including Volunteer Program
Atlanta Public Library
Kansas City Public Library
Louisville Free Public Library
Memphis/Shelby County Public Library and Information Center
Phoenix Public Library
- 6) Five-year Plan
Louisville Free Public Library
- 7) Public Relations/Visibility in Community
Louisville Free Public Library
St. Louis Public Library
- 8) Support Groups
Louisville Free Public Library
Memphis/Shelby County Public Library and Information Center
- 9) New Central Facility
Atlanta Public Library

The Memphis/Shelby County Public Library and Information Center is an excellent example of a library system which established priorities (the information function and Main Library collection development) as a result of committee work on objectives. These priority commitments have been in effect since 1971. Currently, the library is re-evaluating the implementation of the objectives. Memphis is the only library which has continued to develop an information and referral service. Support for the service is directly connected to the information function commitment by the governing board.

The Indianapolis-Marion County Public Library's comprehensive community survey, which is proceeding on a continuous basis, is expected to influence library objectives. More specific information than ever before will be available to affect planning and budgetary decisions.

For the Kansas City Public Library and the Phoenix Public Library budget preparation relates to how well each activity measures up to the library's goals and objectives.

The St. Louis Public Library is the single example of a library taking a leadership role in the field of automation in the state. The on-line circulation system for the Regional Library for the Blind and Physically Handicapped, the Index to St. Louis Newspapers and the Union List of Periodicals have attracted the interest of other libraries. At the same time, St. Louis is furthering its commitment to provide a totally automated system which will give the public direct access to information and materials.

Staff salaries and staff development, whether mentioned as priority items or not, were high on the list of administrative plans. Through the cooperative efforts of the administration and the staff organization, increased wages have been obtained at Memphis and Indianapolis. The performance evaluations and measurement yardsticks which are being developed at Denver are part of a trend to involve staff in additional management skills. Further improvement in staff development is seen in the Denver career ladders program, the need for expectation guidelines mentioned at Memphis and an advocacy role between administration and staff sought at Kansas City and other libraries.

The remaining priorities, five-year plan, public relations/visibility in community, support groups and new central facilities, are also noteworthy.

2) Budgetary Support for Materials. Not all nine libraries divide the entire materials budget between the main libraries and branches. In several instances the figures received were approximate amounts, and at two libraries the figures did not include periodicals and audio-visual materials. The inclusion of these non-book items would have given an even higher percentage to the main libraries. From 40 to 59 per cent of the total materials or book allocation was approved for the main libraries and from 41 to 60 per cent was distributed among the branches and other extension services. Two libraries do not specify dollar amounts by departments. The St. Louis Main Library materials budget is divided by the Dewey hundreds. Denver gives a volume count to the Main Library and branches, with the volume count for Main being further subdivided into a title count.

One librarian indicated the amount given to the Main Library and branches was essentially based on the previous years' funding. Some libraries assigned materials allocations based on the functions of the main library, the directives of the governing body or study recommendations.

The information and reference statistics, as well as in-house use of materials, are considered just as valid as circulation figures in determining main library materials allocations, whereas the circulation count is a major factor for branch allocations.

3) Public Services Staff. Emphasis is on hiring and assigning librarians with subject expertise to the main library, while the branch personnel are selected for their expertise in general public service work. To skillfully assist the public in using the largest collection in the system, administrators seek qualified specialists who are expected also to be generalists. The majority of the librarians are needed periodically to work in

subject areas other than their specialty. Memphis, Indianapolis, St. Louis and Denver have librarians with second and third masters, and several have Ph.D. degrees.

Staff is allowed time from floor duties to work on collection development. This activity is considered essential at all libraries. When there is not enough staff and many non-professional jobs are delegated to librarians, the quality of service to the public deteriorates.

4) Materials Selection Procedures. The selection of new and replacement adult materials for main libraries rests primarily with the department heads who are considered the "originating authority," the term used at Indianapolis. The main librarians have selection assignments depending on their educational background and experience, and in some cases they advise the branches on reference and subject titles.

It is mandatory at Denver and Indianapolis that at least one copy of all titles ordered for the system be placed at the main facility to satisfy present and future needs. Under this policy, recommendations from main library staff are particularly necessary. Selection by the Indianapolis branch librarians begins after the copy has been processed for the Central Library. Branch librarians at the other systems may be involved in a decentralized selection procedure or in ordering through general purchase lists, some of which are automated.

Several of the libraries have had selection committees, Denver and Atlanta still do, but more and more selection responsibility has been placed with the individual librarians who work with their consumer groups and who are well acquainted with the specialized selection tools from which a main collection is developed. The heads of the Main Libraries at Memphis, Louisville and

New Orleans review all Main Library orders, but it is essentially the department heads who are responsible for their collections.

Only three of the libraries, Indianapolis, St. Louis and Denver, have adult materials coordinators. These coordinators work with the main subject departments in an advisory capacity and are responsible for the orderly selection and acquisition of materials. Several directors expressed doubt that the decentralized method of selection was the best process. One librarian thought coordination of ordering would be improved by having a staff member in charge of mechanics. While some systems did not have funding for adequate selection personnel, the effectiveness of collection development, in this writer's view, is dependent on the cooperative efforts of those who serve the public and those who coordinate selection and ordering activities.

CONCLUSIONS

Eight of the libraries in this study—Atlanta, Denver, Indianapolis, Kansas City, Memphis, New Orleans, Phoenix and St. Louis—have examined the roles of the main library and branches in their systems within the past few years. Louisville is beginning a review under a new director. Studies by consultants, preparation of goals and objectives, revision of selection policies, inquiries by library boards or bond campaigns have provided some answers. These support documents and an analysis of library system's priorities have yielded a great deal of information describing the urban main library. In addition, the discussions with library officials and staff have contributed to the following composite list of main library and branch library functions:

MAIN LIBRARY FUNCTIONS

- 1) To collect materials of long-range value for the central, comprehensive and permanent reference and research collection.

- 2) To develop specialized in-depth collections to meet library service objectives and materials selection policies.
- 3) To serve as a resource center for the branches, metropolitan sector, state and national networks.
- 4) To provide information and reference services by skilled specialists, with particular assistance given to the commercial, industrial, professional and governmental communities.
- 5) To serve as a retention center for historical, archival and governmental materials.
- 6) To serve as a storage depot for lesser-used materials.
- 7) To serve as the audio-visual center for the system.
- 8) To provide programming and outreach services.
- 9) To operate as a branch for the vicinity and offer a selection of popular materials.
- 10) To provide centralized administrative, selection, processing and circulation services.

BRANCH LIBRARY FUNCTIONS

- 1) To provide current, popular and general materials of an educational and recreational nature to meet the needs of individual communities.
- 2) To provide programming and outreach services in accordance with the needs of the community.

No new main library functions are listed, nor are they the same for each library. It was reiterated throughout the study that the main library houses the major resources for the system and provides the largest amount of information and reference assistance for the library's total service area as well as the state and national community. Statistics indicate 30-40 per cent

of main library information and reference work is done for patrons outside the service area. While there are contractual agreements, such as mentioned at Denver which aid in paying for this service, only a portion of the cost is received. In addition, in some locations the main library actually functions as the main library for nearby branch library systems. Most libraries stressed the fact that, in comparison, the branches were geared primarily for circulation of materials.

Although main libraries place major emphasis on the information/education function, with the recreation function secondary, several libraries will be exploring clarification of the recreation function under library objectives. Recreational materials can provide information/education benefits. It has been recommended that urban libraries maintain very, very small popular collections. However, regular main library users want the current reading, and several librarians said they couldn't manage without rental books or the reserve funds for demand titles, new and old.

Emphasis is being placed on adult programs which will inform the general public about the library and library resources rather than on the popular-recreational type of programs. Main library programs, in particular, are planned to appeal not only to the general public, but to individuals and organizations in business and the professions.

These main libraries are not being developed as large branch libraries, even though this term continues to be used by the public and staff. The clearer the official relationship between the main library and the branches, the less confusion there should be. However, since the problem of communication was mentioned frequently, there is some doubt that the purpose of the library and priority statements are explained effectively either inside or outside the library.

In conclusion, some answers were obtained to the questions of commitment and funding to cover the range of main libraries' responsibilities. The libraries visited have made commitments through the setting of objectives, written or unwritten priorities and/or other documents which support the continued development of the main library. More important, this commitment is backed up by strong budgetary support for library materials and the assignment of the largest number of professional staff to guide the public in the use of the major resource collection. The public also has given its support to main libraries by voting for improvements or additions to existing main facilities (Memphis in 1971, Louisville in 1967, Indianapolis in 1975 and Phoenix in 1976) and by approving construction of a new central facility (Atlanta bond issue passed December, 1975; scheduled for completion in 1981).

Finally, it is mandatory that each library system create its own plan for library service and develop written priorities by which the entire library system can implement the library's objectives. When completed, the new Guidelines for Public Library Service will be of assistance to public librarians. Librarians have found answers to the question, "Why should public libraries exist?" It remains to be seen whether librarians can convince more people that libraries perform an essential service. The system libraries which have been engaged in regular evaluation of system objectives, which established priorities relating to the needs of the public and which have strong support groups are already preparing for library service in the 1980s.